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Review # 1

Oct. II. 19th

#### BEFORE THE FEDERAL ELECTION COMMISSION

Federal Election Commission of the United States

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Udall For Us All Committee FEC ID Number C00329896

Attorney General Tom Udall

Jill Z. Cooper, Timothy L. Garcia

Jerome Kessler, Stuart Woods, Barrie Bergman, Marie Ridder, Arlene Bergman, Susan McGreevy, Helen Kornblum, Philip Smith, Suzanne Fisher, Susan Simons, Carl Sheppard, Yogi Bhajan, Allan Kurtzman, Winiford Carlile, Marsha Mason, William Kilgarin, Robert Mang.

Philip Hertzman, Valerie Jean Fairchild, Robert Martinez, Stewart Udall) Rudolph Rasin, Lee Udall, Michael Rosenberg, Rosmaria Ellis Clark.

Neil Rolde, John Clark, Michael Traynor, George E. Coleman.

Dr. Edward Steinberg, Curtis Boyd, Jay Stein, L. Jane Schreiber.

John D. Wirth, Jessica Catto, Joyce Melander-Dayton, Charles Zemach.

Thomas Dee Frasier, Daniel Haft, Thomas Keesing, Edith Pierport.

Jacqueline Hoefer, Marjorie Miller Engel, Brook Glaefke, Donald

Salazar, Marion Noel, Georgia Webster, Don Henley, Sharon Henley.

New Democrat Network, Transport Political Education League.

AFSCME PAC, DRIVE Political Fund, Wendy Rockefeller, IBEW-COPE, Lynn Udall, George Coleman, South Hay Voter Registration

### COMPLAINT

The Republican Party of New Mexico, by and through its Chairman, John Demdahl, brings this complaint pursuant to 2 U.S.C. § 437g(a)(1). The Republican Party of New Mexico may be reached at 2901 Juan Tabo N.E., Suite 116, Albuquerque, NM 87112

#### I. SUMMARY

According to his own sworn disclosure reports, Attorney General Town Udall in taking vast sums of illegal political contributions. First, Udall has unlawfully received 1.667 contributions (\$485,236.81) earmarked towards his primary election even through the primary election date passed 142 days prior. Federal law prohibits cambidates from accepting contributions for prior elections except to cover net debts that remain outstanding. I date had no such net debts outstanding. Second, Udall reports accepting a single contributions in the form of a loan or loan guarantee) up to 80 times the federal limit. The Commissions should act swiftly and consistent with prior precedent to put a stop to Udall's mattersance.





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Page 2 of 6

#### II. THE LAW

- 1. "Primary" Contributions May Only Be Received On or Before Primary Law.

  Under the Federal Election Campaign Act (the "Act"), federal candidates can only accept contributions for elections in advance of those elections. II C.F.R. § 110 165(3)(i) lastached; Contributions may not be applied towards a prior election unless the campaign has "net define outstanding" from that prior election. Id. Undesignated contributions must come towards the next upcoming election. Attached please find the relevant pages from the FEC's Campaign Guide for Congressional Candidate's and Committees, a guide sent to all campaigns.
- 2. A Campaign Can Only Receive Debt Retirement Contributions Equal to his "Net Debts Outstanding." A campaign has "net debts outstanding" for a primary election if it spent or borrowed more for the primary than it raised towards the primary. Id. If a campaign without net debts outstanding receives a contribution designated for the primary election after the primary, it must (i) refund the contribution or (ii) obtain written "redesignation" from the donor within 60 days. See MUR 3452 (Durant for US Senate fined \$22,000 for recurring excessive contributions and failing to redesignate them within 60 days); see also MUR 3403 (Geraldine Ferraro's campaign fined for failing to redesignate contributions within 40 days among other violations).
- 3. Individual Contributors (Including Candidates' Spouses) Are Limited to Civing Loaning or Guaranteeing \$1,000 Per Candidate, Per Election. Individuals can only contribute up to \$1,000 per election to any federal candidate. 2 U.S.C. § 441a(a) The \$1,000 limitation of the Act applies to candidates' spouses and family members as well as other individuals. See FEC Advisory Opinion 1987-30 (holding that "family loans and perments on loans to retire campaign debts may not exceed contribution limits). The Act defines bears and loan guarantees as contributions subject to the \$1,000 limit. 2 U.S.C. § 431(8)(A)(1)
  - 4. Campaigns must disclose outstanding debt obligations. 11 CFR § 104 11d)

#### III. FACTS & DISCUSSION

#### A. UDALL'S UNLAWFUL POST-PRIMARY RECEIPTS

I. The New Mexico Primary Election Was Held on June 2, 1998. Torn Udall was nominated for the general election to the United States Congress at the New Mexico Democratic Party's June 2, 1998 primary election. Udall's "Udall for Us All Communice" (FEC ID Number C00329896) properly designated all contributions received up to and on the 2<sup>nd</sup> of June towards the "primary" election cycle.





Federal Election Commission Complaint Against Tom Udall et. al October 22, 1998 Page 3 of 6

Own public disclosure reports filed (under oath) with the Commission. Torn filed had no "Debts and Obligations Owed by the Committee" from the primary election an of have "Debts and Obligations Owed by the Committee" from the primary election an of have "Debts and Obligations (order than loans), he was required to report them on a Schedule D Report disclosure them on a Schedule D Report disclose them on a Schedule C Report. Udall filed neither a Schedule C nor a Schedule D report at mid-year.

Udall did disclose a loan from himself and Ms. Jill Cooper this wife and anisotant treasurer) for \$30,000 made prior to the primary election (on May 22, 1998). See Udall Med Year Disclosure Report, Line 13a Page. Assuming this pre-primary from had not been report as of June 2, Udall's failure to disclose it on Line 10 and Schedule C constitute basic violations of the public disclosure requirements of the Act, which must be remedical through prompt amendments.

After the June 2 primary, the next election at which Udall would appear was the November 3. 1998 general election. As has been stated, Udall reported no net debts outstanding from the primary election. If he in fact had debts, his failure to report them constitutes a violation of 11 C.F.R. §104.3(d). With no net debts to retire, Udall could only receive contributions designated towards the general election starting June 3. 11 C.F.R. § 110.1(b)(3)(b).

Assuming Udall and Ms. Cooper's pre-primary loan had not been repaid as of lune 2 and that Udall's disclosure was indeed deficient in reporting no outstanding debts - Udall could have received up to \$30,000 in "primary" debt retirement contributions after lune 2 Udall could not lawfully receive 16 times that amount - as he reports having done - unless he failed to disclose over \$450,000 in outstanding primary debts on his lune 30 report.

4. <u>Udall Unlawfully Accepted \$485,236.81 for the "Primary" Browner Jume 3</u>
and September 30. From June 10 through at least September 30. Udall for Us All improperly unlawfully accepted 1,687 separate contributions which were - according to Udall's common reports filed under oath -- designated for the "primary" election. See Schedule A of Udall's Mid-Year, October 15, and Pre-General FEC Reports. These contributions leval \$485.236.81

Clearly Udall's reporting of these contributions as receipts designated to the "primary" was intentional – they could not have resulted from "computer default error" or "inadvertent bookkeeping glitches" for several reasons. First, the contributions in question span five months and three separate disclosure reports. Second, it seems inconceivable that Mr. Udall could make the same error 1,687 separate times. Next, Udall identified other receipts on the same disclosure reports as "general" election contributions (and thus recognized a difference between "primary" and "general"). Fourth, the Udall Commutee demonstrated knowledge of the June 2 cut-off date on its Mid-Year report which Mr. Garcia signed as treasurer. And finally, where donors gave more than \$1,000 after the June 3





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primary election, their excessive contributions were divided between "primary" and "general" designations, again demonstrating an understanding of some distinction.

- Where campaigns without net debts outstanding receive contributions for the "primary" after the primary election day, they must refund the contributions or obtain written "redesignation" from the donors within 60 days. II C.F.R. § 110.1(b)(3)(i). In the past the Commission has been very strict in enforcing this 60 day rule, fining committees that kept contributions that could not be redesignated within 60 days. See MUR 3452 (Durant for US Senate fined \$22,000 for receiving excessive contributions and failing to redesignate them within 60 days see also MUR 3803 (Geraldine Ferraro's campaign fined for failing to redesignate contributions within 60 days among other violations).
- 6. Udall Must Immediately Return \$198,684. Of the \$485,236.81 received post primary that Udall reports as designated to the "primary." \$198,684 must be refunded immediately because it cannot be redesignated within 60 days. It is too late for Mis. Udall to obtain redesignation permission from the donors for these contributions because they are more than 60 days stale, and Udall cannot unilaterally redesignate "primary" donations to the "general" election.
- 7. Udall Must Return At Least \$24,050 More Because It Exceeds the Contribution Limits of the Act. Even if the contributions were not designated by downs to the "primary" election and Udall's three reports, filed under eath, contain 1.687 false or inaccurate statements he is still subject to the contribution limitations of the Act. Individual donors are limited to contributions of \$1,000 per election, and multicandidate PACs are limited to \$5,000. 2 U.S.C. § 441a(a). Because undesignated contributions made June 3 and after must be applied to the "general," individuals who contributed more than \$1.000 to Udall after June 2 exceeded the contribution limits of the Act. These individuals and PACs metable

DONOR	"Primary"-Designated	"General"-Designated
Jacqueline Hoefer	\$1,000 on 7/21/98	\$1,000 on 7/21/98
AFSCME	\$5,000 on 8/20/98	\$5,000 on 8/20/98
Brook Glaefke	\$1,000 on 8/31/98	\$1,000 on 8/31/98
DRIVE (Teamsters)	\$5,000 on 9/4/98	\$5,000 on 9/12/98
Marion Noel	\$1,000 on 9/17/98	\$1,000 on 9/17/98
Don Henley	\$1,000 on 9/24/98	\$1,000 on 9/24/98
Sharon Henley	\$1,000 on 9/24/98	\$1,000 on 9/24/98
Wendy Rockefeller	\$1,000 on 10/2/98	\$1,000 on 10/2/98
Lynn Udall	\$550 on 10/4/98	\$1,000 on 10/4/98
I.B.E.W. Union		\$2,500 on 6/30/98
		\$5,000 on 9/17/98
George E. Coleman	\$500 on 3/24/98	
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\$500 on 10/13/98

\$1,000 on 7/10/98







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It is difficult to determine the full extent of these excessive contributions because the Udall Committee ceased listing its donors in alphabetical order when Mr. Garcia stopped signing the reports. The Commission should cross match all donors to determine the full extent of excessive contributions received by Udall after June 2.

Udall also reports receipt of \$5,000 from the South Bay Voter Registration on September 23, 1998. This organization is not registered with the Federal Election Commission as a multicandidate PAC, however, and is therefore limited to contributions of two more than \$1,000 per election (of federally-permissible funds only). Udall must further refund \$4,000 to this outfit.

#### B. UDALL'S UNLAWFUL LOAN

- 1. Udall Received Up To \$80,000 in Leans or Loan Guarantees from III Cooper. On his mid-year report, Udall reports a \$30,000 loan to his campaign from Torn Udall and Jill Cooper" made on May 22, 1998. See Udall Mid-Year Report, Line 13a. On his October Quarterly filing, Udall lists a second loan from "Torn Udall and Jill Cooper" for \$50,000 more made on September 15, 1998. See Udall October 15 Report, Line 13a. Udall reports repaying himself and Ms. Cooper \$15,000 in August and September.
- 2. Candidates Do Not Report Loans from Individuals Who Do Not Make or Guarantee Them. Udall and Ms. Cooper chose to report Ms. Cooper as a joint source of the \$80,000 loans she signed the report and he is responsible for it. If the loans came exclusively from his separate funds, then his mid-year and October quarterly filings are faire. fraudulent and inaccurate by invoking her name on four separate occasions where it did not belong.
- 3. Jill Cooper's Loans or Loan Guarantees Exceed Federal Limits. Federal law limits individuals to contributions of \$1,000 per election. 2 U.S.C. § 441a(a). Compribations limits likewise apply to loans and loan guarantees. 2 U.S.C. § 431(8)(a)(1). Ms. Cooper's apparent loans or loan guarantees exceed federal limits by up to \$0 times.





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#### IV. PRAYER FOR RELIEF

The law is clear. The facts are based upon Udall's own reports (signed by Ms. Cooper and submitted under oath. And <u>Udall's unlawful campaign finance schemes clearly violate</u> federal law. If Udall is ignorant of the law that is no excuse. If he instead chooses to ignore the law his behavior provides a dangerous example of leadership for the top law enforcement officer in the state. At a minimum, Mr. Udall must be held to the same standards as every other federal candidate.

While Udall should not be allowed to benefit from his blatantly unlawful fund-raising tactics, he is clearly financing the last two weeks of his campaign with these ill gotten-gains. The Commission should take the promptness with which he makes appropriate refunds and redesignations into account when meting out punishment. Swift and appropriate actions are clearly needed here to deter future violations of the law by Udall's campaign, particularly knowing and willful transgressions.

Respectfully Submitted.

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John Dendahi Chairman

District of Columbia

Signed and sworn to before me this 22<sup>nd</sup> day of October, 1998.

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#### AO 1987-30

Family loans and payments on loans to retire campaign debts may not exceed contribution limits.

#### May 16, 1988

(This opinion was originally issued December 3, 1987, but was vacated and modified on May 11, 1988, pursuant to a request for reconsideration. The opinion as issued this date is identical to the original opinion except for the second and third paragraghs).

This responds to your letters of July 28 and October 1, 1987, requesting an advisory opinion on behalf of the Ripley for Senste Committee concerning application of the Federal Election Campaign Act of 1971, as amended ("the Act"), to contributions by a co-signer of a loan to the Ripley campaign.

You state that Robert K. Ripley, a 1984 candidate for the United States Senate from Montana, and his wife. Martha Ripley, co-signed a loan note with the Bank of Columbia Falls in May 1983. Thin note was later cancelled, you explain, and a new note was substituted with only Mr. Ripley's signature. Mr. Ripley later negotiated and signed, by himself only, two additional notes payable to the Bank of Columbia Falls. The proceeds of these loans were used in Mr. Ripley's unsuccessful cumpaign for the Democratic nomination in the 1984 Senate prinsary election. All three loans were eventually consolidated on August 16, 1984, into a single note for 5180,400. As partial collateral for this note, Mr. Ripley posted real estate properties in Virginia and Montana. Because these properties were held in joint tenancy, the Bank also required Mrs. Ripley to sign the note.

In April of 1986, the Virginia property was sold with only Mr. Ripley's ahare of sale proceeds applied to the loan repayment. A new note was negotiated in May 1986 for \$132.675, accured by the remaining Montana property. Mrs. Ripley again was required to sign the note. The Bank of Columbia Falls thereafter failed and the Federal Deposit Insurance Corporation ("FDIC") assumed the Ripley note. The FDIC is attempting to collect on the note. You state that Mr. Ripley does not have the personal assets to cover the note and that the FDIC is demanding that Mrs. Ripley's assets be combined with those of Mr. Ripley to satisfy the obligation. You ask whether Mrs. Ripley may contribute her assets to satisfy the loan obligation in an amount that exceeds the contribution limits of the Act.

As a preliminary matter, the Commission notes that this opinion will only address the issue of whether Mrs. Ripley may contribute her assets to pay on the loan without exceeding the limits of the Act. This opinion does not address the original loan transactions because any issues raised by those transactions relate only to past conduct, rather than to prospective conduct. The advisory opinion process contemplates future transactions, or activity that is already underway and may continue in the future. 11 CFR 112.1(b).

Any person, metadang the wife or famile marries of a mark dute, may contribute an autompte of \$7.550 per election to a I alectic condidate. U.S.C. J 641ates (1) (A), 11 CYB 130 150 (1) The term "contribution" includes "any gift, orinoropies, iones, oriogists or disposit of money or anything of raise made by may parent for the purpose of influencing any election for Federal office " 1.37 \$ 4318) (A). The regulations understa that a last programme, exdirectorist, or other firm of lines metatry in a constraint in the tions made whether or not the laser is regard 11 CTR SER Test (1994) Size also II CPR 190.7(a) (1) he (D), and 190.7(a) (1): he delined Opinion 1931-b the Commission constanted that the co-segue of a book been, which was obtained to recove manufacture customers debts. "would be a contributes and then would be limited to agreed ON A PARK OF US SLEEK, AMERICAN THAT SPECIAL PARK SEE AND WANT TO SEE of his or her contribution lines, with respect to the conditions's categorists.

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**JUNE 1994** 



#### TITLE 2. THE CONGRESS

her duties as a holder of Federal office, may be contributed to any organization described in section 170(c) of title 26, or may be used for any other lawful purpose, including transfers without limitation to any national, State, or local committee of any political party; except that no such amounts may be converted by any person to any personal use, other than to defray any ordinary and necessary expenses incurred in connection with his or her duties as a holder of Federal office.

§ 439b. Repealed.

§ 439c. Authorization of appropriations

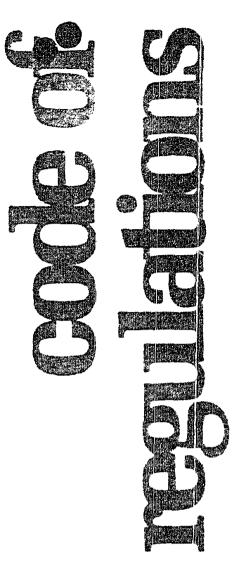
NOTE: This section contains the authorization for FEC appropriations for FY 1975 through FY 1978, and for FY 1981. While contained in the United States Code, this provision has no substantive election law content.

§ 440. Repealed.

§ 441. Repealed.

#### § 441a. Limitations on contributions and expenditures

- (a) Dollar limits on contributions.
  - (1) No person shall make contributions—
  - (A) to any candidate and his authorized political committees with respect to any election for Federal office which, in the aggregate, exceed \$1,000;
  - (B) to the political committees established and maintained by a national political party, which are not the authorized political committees of any candidate, in any calendar year which, in the aggregate, exceed \$20,000; or
  - (C) to any other political committee in any calendar year which, in the aggregate, exceed \$5,000.
- (2) No multicandidate political committee shall make contributions—
  - (A) to any candidate and his authorized political committees with respect to any election for Federal office which, in the aggregate, exceed \$5,000;
  - (B) to the political committees established and maintained by a national political party, which are not the authorized political committees of any candidate, in any calendar year, which, in the aggregate, exceed \$15,000; or



# Federal Elections

### 11

Revised as of January 1, 1998

CONTAINING
A CODIFICATION OF INSCRIENTS
OF GENERAL APPLICABILITY
AND FUTURE REFELT

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Published by the Office of the Federal Register National Archives and Records Administration

as a Special Edition of the Federal Register





110.6 Earmarked contributions (2 U.S.C. 441a(a)(8)).

110.7 Party committee expenditure limitations (2 U.S.C. 4412(d)).

110.8 Presidential candidate expenditure limitations.

1:10.9 Miscellaneous provisions.

1:10.10 Expenditures by candidates.

110.11 Communications; advertising (2 U.S.C. 441d).

110.12 Candidate appearances on public educational institution premises.

110.13 Candidate debates.

110.14 Contributions to and expenditures by delegates and delegate committees.

AUTHORITY: 2 U.S.C. 431(8), 431(9), 432(c)(2), 437d(a)(8), 438(a)(8), 441a, 441b, 441d, 441e, 441f, 441g and 441b.

#### #110.1 Contributions by persons other than multicandidate political committees (2 U.S.C. 441s(a)(1)).

(a) Scope. This section applies to all contributions made by any person as defined in 11 CFR 100.10, except multicandidate political committees as defined in 11 CFR 100.5(e)(3) or entities and individuals prohibited from making contributions under 11 CFR 110.4 and 11 CFR parts 114 and 115.

(b) Contributions to candidates; des-

ignations; and redesignations.

(1) No person shall make contributions to any candidate, his or her authorized political committees or agents with respect to any election for Federal office which, in the aggregate, exceed \$1,000.

(2) For purposes of this section, with

respect to any election means-

(i) In the case of a contribution designated in writing by the contributor for a particular election, the election so designated. Contributors to candidates are encouraged to designate their contributions in writing for particular elections. See 11 CFR #10.1(b)(4).

(ii) In the case of a contribution not designated in writing by the contributor for a particular election, the next election for that Federal office after

the contribution is made.

(3)(1) A contribution designated in writing for a particular election, but made after that election, shall be made only to the extent that the contribution does not exceed net debts outstanding from such election. To the extent that such contribution exceeds net debts outstanding, the candidate or the candidate's authorized political com-

mitter shall return or deposit the contribution within ten days from the date of the treasurer's receipt of the contribution as provided by II CFR 103.3(a), and if deposited, then within sixty days from the date of the treasurer's receipt the treasurer shall take the following action, as appropriate:

(A) Refund the contribution using a

committee check or draft; or

(B) Obtain a written redesignation by the contributor for unother election is accordance with 11 CFR 110.1(b)(5); or

(C) Obtain a written reattribution to another contributor in accordance with 11 CFR 116.1(k)(3).

If the candidate is not a candidate in the general election, all contributions made for the general election shall be either returned or refunded to the contributors or redesignated in accordance with 11 CFR 110.1(b)(5), or resturbated in accordance with 11 CFR 110.1(b)(5), as appropriate.

(ii) In order to determine whether there are not debts outstanding from a particular election. the treasurer of the candidate's authorized political committee shall calculate net delta constanding as of the date of the election For purposes of this section, wet debts outstanding means the total emount of corrected enotice and obligations incremed with respect to an election, including the estimated cost of raising funds to liquidate debts incurred with respect to the election and. If the candidate's anthorized committue terminates or if the candidate will not be a condidate for the next election, estimated seccessry costs assistated with terralnation of political activity, such as the costs of complying with the post-visction requirements of the Act and other Decembery administrative costs seems: ated with winding down the campaign. including office space rental, stall salaries and office supplies, less the sum of:

(A) The total crab on hand available to pay those debts and obligations. Including: currency; balances on deposit in banks, savings and thus institutions, and other depository institutions, traveler's checks; certificates of deposit; treasury bills, and any other committee investments valued at fair market value; and

(B) The total amounts owed to the candidate or political committee in the

in In



FOR CONGRESSIONAL CANDIDATES AND COMMITTEES



The Commission strongly recommends that campaigns encourage contributors to designate their contributions. Contributors designate contributions by indicating in writing the specific election to which they intend a contribution to apply. 110.1(b) (2)(i). Contributors may make this written designation on the check (or other written instrument) or in a signed statement accompanying the contribution. 110.1(b)(4). The contribution then counts against the donor's limit for the designated election.

An undesignated contribution, on the other hand, automatically counts against the limit for the candidate's upcoming election. 110.1(b)(2)(ii).

Designated contributions ensure that the contributor's intent is conveyed to the candidate's campaign. In the case of contributions from political committees, written designations also promote consistency in reporting and thereby avoid the possible appearance of excessive contributions on reports.

#### **Undesignated Contributions**

As noted above, unless a contribution is designated by the contributor, it automatically applies to the candidate's upcoming election. An undesignated contribution made5 after the candidate has won the primary but before the general election applies toward the contribution limit for the general. In the case of a candidate who has lost the primary, an undesignated contribution made after the primary election automatically applies toward the limit for the next election in which the candidate runs for federal office. If the candidate does not plan to run for federal office in the future, the contribution must be returned or refunded unless the contributor redesignates the contribution (in writing) to retire primary debts or the debts of an election that took place in a previous election cycle.4 102.9(e); 110.1(b)(2)(ii) and (b)(3).

#### **Designated Contributions**

Only the contributor—not the recipient candidate's campaign—may designate a contribution for a particular election. A campaign that wishes to solicit designated contributions may supply contributors with a form that clearly states the election to which the contribution will be applied. The contributor, however, must sign the form

and return it to the committee along with the contribution. 7110.1(b)(2)(i) and (b)(4).

Because an undesignated contribution automatically applies to the candidate's next election, a written designation is necessary if a contributor wishes a contribution to apply to some other election. For example, a political committee may want its contribution to count toward a candidate's general election limit, even though the primary has not yet taken place, in that case, the donor committee must designate the contribution for the general election; an undesignated contribution would automatically apply toward the primary limit. As another example, if an individual wishes to help retire campaign debts of a past election, the donor must designate the contribution for that

Note that a campaign must retain copies of contribution designations for three years. If the designation appears on the check (or other written instrument), the campaign must retain a (ull-size photocopy, 102.9(c) and (f); 110.1(l)(1).

### 5. Contributions to Retire Debts

If debts remain after an election is over, a campaign may accept contributions after the election to retire debts provided that:

- The contribution is designated for that election (since an undesignated contribution made after an election counts toward the limit for the candidate's upcoming election);
- The contribution does not exceed the contributor's limit for the designated election; and
- The campaign has net debts outstanding for the designated election on the day it receives the contribution.

110.1(b)(3)(i) and (iii). See also pages 9 and 33.

### How to Calculate Net Debts Outstanding

A campaign's net debts outstanding consist of unpaid debts incurred with respect to the election minus cash on hand.

Unpaid debts include the following.

- All outstanding debts and obligations;
- The estimated cost of raising funds to liquidate the debts; and
- If the campaign is terminating, estimated winding down costs (for example, office rental, staff salaries, office supplies).
   110.1(b)(3)(ii).

Cash on hand consider of the resources available to pay the campaign's total debts, including currency, deposited funds, traveller's chicks, certificates of deposit, treasury bits and any other event-ments valued at fair market value. Additionally, the cash-or-herid total includes amounts owed to the company in the form of bradits, refunds of deposits, returns and recoverables or a commercially reasonable estimate of the collection amount. 110 1(b)(1)(ii)(A) and (B)

#### Adjustment to Net Debts Total

A campaign first culculates its net debts outstanding as of the day of the election. Thereafter, the campaign continually adjusts its total net debts cutstanding as additional funds are received and spert. 110.1(b)(3)(ii) and (iii).

### Contributions Exceeding Net Debts

If, on the same day, a campaign receives several contributions that, together, exceed the amount needed to retire 45 debts, the campaign may:

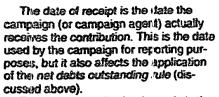
- Accept a proportionale amount of each contribution and patter refund the remaining amount or ask contributors to redesignate the (accessive portions for another election; or
- Accept some contributions in full smill sent ther return or refund the others or swift redesignations for from?

(Redesignations are explained later in this chapter.)

### 6. Date Contribution Is Made vs. Date of Receipt

The date a commitment is made by the contributor and the date the contributor is received by the compage are significant for purposes of the contribution limits, it is important to understand the distinction.

- 5. See Section 6 for an explanation of other a contribution is "trade."
- The contributor may both redelegate the contribution and realisticate a pointer to a post contributor. Redesignations and resttributions are discussed on page 9.
- See the Explanation and Juditication (LAtioned with the line) rise, 52 Feet, Play, 760, 760 (January 9, 1987).
- See the Explanation and Justification publicated with the lines rule, 32 Feet. Purp. 750, 762 (January 9, 1987).



The date a contribution is made is the date the contributor relinquishes control over it.

- A hand-delivered contribution is considered made on the date it is delivered to the campaign.
- A mailed contribution is made on the date of the postmark.<sup>9</sup>
- An in-kind contribution is made on the date that the goods and services are provided by the contributor.
   110.1(b)(6).

#### Effect of Dates on Undesignated Contributions

The date an undesignated contribution is made determines which election limit it counts against, while the date of receipt does not affect the application of the contribution limits. An undesignated contribution made on or before election day counts against the donor's limit for that election, even if the date of receipt is after election day and even if the campaign has no net debts outstanding. On the other hand, an undesignated contribution made after an election counts against the donor's limit for the candidate's next election. 110.1(b)(2)(ii).

#### Effect of Dates on Designated Contributions

Both the date of receipt and the date a contribution is made affect the application of the net debts outstanding rule to a designated contribution. The date the contribution is made determines whether the rule will apply, while the date of receipt governs whether the contribution is acceptable under the rule. For example, a contribution designated for the primary and made before that election will not be subject to the net debts outstanding rule, even if the campaign receives the contribution after the primary. By contrast, a contribution designated for--but made after---the primary is acceptable only to the extent the campaign has net debts outstanding for the primary on the date of receipt. 110.1(b)(3)(i) and (iii)

#### Note that if a campaign wishes to rely on a postmark as evidence of thit date a contribution was made, it must retain the envelage or a copy of it. 110.1(I)(4).

#### 7. Joint Contributions

A joint contribution is a contribution that is made by more than one person using a sincle check or other written instrument. For example, a husband and wife may each make a contribution using one check drawn on a joint secount. When malting a joint contribution, each contributor must sign the check (or other written instrument) or a statem and that accompanies the contribution. (Contributions from partnerships are an exception to this rule; see Appendix D.) If the check or statement does not indicate how much should be attributed to each durior, the recipient committee must attribute the contribution in equal portions. 110.1(k)(1) and (2). For example, if a committee receives a \$1,000 joint contribution signed by two individuals but with no written attribution, the committee must attribute a \$500 contribution to each donor.

A campaign may request that a contribution be reattributed, as explained bulow.

#### 8. Remedying an Excessive Contribution

When a committee receives an excessive contribution—one which exceeds the denor's limit or the campaign's net dishts outstanding for an election—the committee may remedy the violation by refunding the excessive amount or by seeking a redesignation or reattribution of it, as explained below.

Note, however, that the committee must inform the contributor that he or she may request a refund of the excessive amount as an alternative to providing a written redesignation or realtribution. Also note that a committee may request that a contributor both redesignate and realtribute an excessive contributor.

Step-by-step procedures for obtaining a realtribution or redesignation are explained on page 10.

#### Redesignation

With a redesignation, the contributor instructs the committee to use the excessive portion of a contribution for an election other than the one for which the funds were originally given. For example, the contributor may redesignate the excessive portion of a contribution made for the primary election so that it counts against his or her limit with respect to the general (provided the contributor has not

already contributed the resonant for the general election).

When inquising a raising-size, the committee must inform the consideration that he or she may, alternatively, request a refund of the expensive amount.

110.1(b)(5).

#### Reattribution

With a received with the contributor restructs that committee to attribute the ex-COLUMN CHIEF OF A SCIENT COMPRESSION TO another individual. For example, if the COTTOTICAD PROBLEM GEORGIAN CUSTAbution drawn on a joint checking account. but signed by only one account holder. the committee may seek a seried realty bution of the excessive amount to the other accitums holder, 110,16k(30). (A cent contribution may size the metables of so that a (Meren) emount a attributed to each denir.") Num that a joint contribution must represent the personal funds of moch demon because contributions made in the name of another are probabled. 119-40-).

When requesting realistations, the committee must also inform contributors that they may, alternatively, ask for a rehand of the excussive portions of their contributions, 110.1(b)(5).

#### When to Request Redesignations and Realtributions

A committee may ask a contributor to redesignate and/or restribute a contribution, for example, when the committee receives:

- A designeded or undesigneded contribution that excuseds the charge's limit.
   110.1(b)(5)(8)(b)) and (O).
- A designated or undesignated contribution for an election in which the carefulate is not naming. For example, a contribution that was designated for the general but was received before the parmary may be redesignated for a future primary if the candidate losses the primary of observise does not run in the general election. 102.9(e); see Sec. AOs. 1902–15 and 1985–17
- A constitution which is designated for, but made after, an election and which exceeds the cumpaign's net datas culstanding for that election. 110,109(2)(6) and (5)(1)(8).
- An undesignated contribution which automatically applies to the cardicals's upcoming election but which the committee wants to use to retire datas of a previous election. 110.199(5)(0).

<sup>10.</sup> See the Englandian and Justicelan published with the final rate, 52 Fed. Reg. 190. 765-196 (January 9, 1987).

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